

MONTANA DEPARTMENT OF NATURAL RESOURCES AND CONSERVATION OPERATING GUIDELINES FOR INCIDENT BUSINESS ADVISORS

These guidelines emphasize the critical financial and administrative procedures to be followed on Montana Department of Natural Resources (DNRC) incidents. The April 2004 Interagency Incident Business Management Handbook (IIBMH) provides national direction and the Northern Rockies Coordinating Group (NRCG) supplements (blue pages) within the IIBMH provides regional direction. Like most states, Montana has its own rules and regulations that sometimes require deviations from standard incident business management practices. Specific DNRC direction is provided through the DNRC 300 Manual -- Incident Business Management. One of the primary objectives of these guidelines is to ensure that Line Officers (LO) and/or Agency Administrators (AA) and Incident Commanders (IC) are reviewing incident costs daily and documenting the reviews. These guidelines are also provided to support Incident Management Team (IMT) operations and to provide consistency in incident business management operations throughout the State of Montana.

Any changes in these guidelines will be negotiated with the LO and/or AA, Incident Business Advisor (IBA) and the DNRC Business Specialist in advance. Cost efficiency and accountability is mandatory.

DNRC Fire Business Management Specialist

The DNRC Fire Business Management Specialist is responsible for the coordination and liaison of Incident Business administrative guidelines and practices for incidents with the DNRC. This position will be a source of information for national, regional and State incident business knowledge.

Name	Office Phone	Cell Phone
Matt Hedrick	406-542-4206	406-214-6692

Delegation of Authority/Responsibility

The hosting incident Area Office/Unit will complete the IBA Delegation of Authority (Appendix A) and the contact tables below before issuing these guidelines to an IMT.

Title	Name	Office Phone	Home Phone	Cell Phone
Incident Business Advisor (IBA)				
Incident Business Advisor (IBA) Trainee				

The names and phone numbers for State and local incident administrative contacts are provided in the following table (hosting incident Area/Unit to provide).

Title	Name	Office Phone	Home Phone	Cell Phone
Line Officer				
DNRC Land Office Area Mgr.				
DNRC Area Office Business Mgment. Coord.				
DNRC Fire Fiscal Officer	Pam Okon	406-542-4230		406-370-0783
DNRC Budget & Facilities Mgment Bureau	Sue Clark	406-542-4204	406-626-4604	406-240-1145
Other				

DNRC Incident Business Advisor Responsibilities

Each DNRC Area Office and Unit should assign an IBA responsible for fulfilling IBA responsibilities on their unit (usually IBA3). The local IBAs should be in charge of day-to-day incident costs as well as “Severity”. One or more fully qualified IBAs normally will be brought in on Type II or larger incidents as well as IBA trainees. The IBA works under the direct supervision of the LO and/or AA and provides needed coordination with the IMT during the incident. Where multiple jurisdictions exist, and DNRC IBA may be working along side a Federal IBA. The DNRC IBA has a similar role to their Federal IBA counterpart in large incident situations, but with additional responsibilities including providing direction for State of Montana cost reporting, obligations reporting, cost management and final fire package preparation. The IBAs job cannot be done by only attending morning and evening briefings and working occasionally with the Finance Section Chief.

The IBA will:

- Provide recommendations on administrative issues needing resolution.
- Be a source of national, regional, State and local knowledge
- Be a helpful consultant (partner) to the Agency Administrator and/or Line Officer and the incident’s command and general staff.
- The IBA will be a person with extensive incident experience and is **able to effectively work with people, including the AA and/or LO.**

When working as a State of Montana IBA3, the workload and parameters will be totally different than while working with an IMT 1 or 2 on a multi-jurisdictional incident or a federal incident. In Type 3 incidents and especially working with the State of Montana County Assistance Team (CAT) you will not interface with buying teams or expanded dispatch and be involved in the type of briefings and planning meetings that you will see on Type 1 or 2 incidents. The CAT

members are multi-taskers and the incidents are usually of short duration. But your interaction as the IBA is still very important.

As a minimum, the Finance Section Chief will arrange for a **daily** flow of information with the IBA. This will include a report of current progress of incident business administration operations, including copies of the current cost projections.

The Finance Section Chief will contact the IBA 48 hours prior to demobilization to ensure all transitioned financial and administrative processes have been finalized. The IBA will follow-up with the LO to ensure that a smooth transition with the IMT occurs. All unresolved or open financial items will be documented and the individual responsible for the follow-up action will be identified.

The IBA will participate in the exit interview of each assigned IMT. The IBA will complete a Unit Log (ICS214) each day with activities and issues of the day and will provide a narrative statement of items that went well and items that need improvement. DNRC will require that all IBAs use the Daily Cost Analysis Checklist for IBAs and also utilize the IBA questions as outlined as an appendix to these DNRC Operating Guidelines for IBAs and the IBA narrative of the issues and outcome learned be included with the daily Unit Logs.

If the IBA is unable to complete the narrative report prior to demobilization of the IMT, the report will be submitted through the LO to the IC within 60 days after the IMT departs the incident.

The IBA will ensure that financial records are complete and the audit of OF288s, OF286s, etc. (ITS/ICARS information) left on the incident are documented as complete through the end of the incident for the IMT (negotiate actual date with IMT). The Finance Section Chief will **certify** this in the **Team Transition Plan**.

The IBA will check the incident property records to ensure that property is recovered and/or disposed of properly on the incident. Property remaining on the incident is documented and **certified** in the **Team Transition Plan**.

Cost Containment

Cost containment within DNRC is a high priority. Daily cost validation to ensure the Wildland Fire Situation Analysis (WFSa) is valid will be done by projecting costs for the duration of the WFSa based on operational projections.

In dealing with cost containment issues, it is important for the IBA to be a partner with the IMT and LO and/or AA for effective cost containment balances, taking into consideration fire suppression tactics and strategies, relative to the incident. This requires aggressive action to highlight inappropriate or questionable procurement requests as well as ineffective use of items under contract, plus exploration of alternatives, whereby joint IC, LO and/or AA decisions can be made.

Focus on high cost aviation resources, under-utilized equipment, extravagant purchases, sensitive items and property accountability issues. IBAs should raise unresolved cost concerns to the AA and/or LO and include all issues, recommendations and outcomes in their daily unit log and the narratives. In all three types of incidents, this may include going to the fireline to look at resource utilization and asking questions of planning and operations personnel before submitting any documentation to the AA and/or LO.

Supplemental Foods

The NWCG Supplemental Food Policy dated March 10, 2003 is in effect in the Northern Rockies Region (Region 1). Specific DNRC policies are found in the DNRC 900 – Fire Suppression Manual – Section 963 – Supplemental Food Policy.

Procurement

The majority of hiring and procurement is done through dispatch or expanded dispatch and buying teams. DNRC has a very strong commitment to purchase and hire locally, but also strongly discourages smoke chasing.

Upon arrival on the incident, the Finance Section should be given an Incident Service and Supply Plan (now the federal agencies are calling this their annual operating plan), if one has been established – See IIBMHB, Chapter 20, Section 22. If available, an employee from the host agency procurement staff should discuss information provided in the plan with the IBA. This plan has now become primarily electronic files instead of a large binder(s) with copies of agreements, EERAs, maps, forms, etc.

The Service and Supply Plan (operating plan) could include the following:

- Acquisition Organization
- Emergency Services (including medical care information)
- Listing of Emergency Equipment Rental Agreements (EERAs)
- Local interagency agreements and operating plans
- Procurement and Contracting Procedures
- Geographic Area Equipment Rates (IIBMHB, Chapter 20 and 50)
- Order Forms, if any
- Maps – geographical information
- Buying Unit Procedures
- Supply/Service Vendors

Utilize the IIBMHB for all equipment hiring practices, including Best Value Contracting and other items where bids were solicited by DNRC and/or federal agencies. DNRC does recognize federal contracting authority.

Many of the normal restrictions on purchasing supplies and services apply when buying for incident operations. Some exceptions exist. Procurement personnel should consult with the IBA before purchasing items of questionable nature or questionable quantities. The NWCG Supplement Food Policy is the standard for the Northern Rockies Region.

Restricted Items are listed in Appendix B.

The Procurement Unit Leader (PUL) should communicate with the Supply Unit Leader and Buying Team leader throughout the incident. The open flow of communication between parties will facilitate acquisition needs, as well as property tracking.

DNRC employees have broad purchasing authority in emergency situations (see DNRC Procurement and Contracting Manual). When time permits you should negotiate with vendors, use phone quotes or other mean to secure the best value available, particularly for large, high value orders.

Purchase/Rental of Personal Property

In accordance with State Purchase regulations, the decision to rent or purchase property should be made on a case-by-case basis through evaluation of comparative costs and other factors. Some factors to be considered are:

- Estimate the length of time, the equipment will be used
- Cumulative rental payments for the estimated period of use
- Net purchase price
- Transportation and installation costs
- Maintenance and other service costs
- Whether a rental-with-purchase option is available
- Cost of handling and disposal following the incident

The length of time the equipment will be utilized is often unknown. The use of day/week rental rates may help lower overall costs.

The IBA needs to be involved in these decisions as well as detailed consultation with justification made to the AA and/or LO, prior to ordering. The AA and/or LO should make this policy clear in the in briefing with the IMT.

Fuel Issues

DNRC requires all IMTs to maintain daily records of fuel issues to facilitate timely payments to the vendor and allow for accurate accounting of fuel issued to contractors. DNRC recommends the use of the Fuel Issue Spreadsheet to tract fuel issued. This spreadsheet is found on the NRCCG Business Committee website:

www.fs.fed.us/r1/fire/nrcg/committees/business_committee.htm

Telephone Use Policy

IMTs cannot provide telephone lines for incident personnel to make personal calls. Personal calls may be made using the incident phone system provided this uses does not interfere with

incident operations and long-distance calls are not billed to the incident. Collect calls, phone cards or personal calling cards may be used.

DNRC may provide cell phones for IMTs rather than authorize the use of the teams existing cell phones. **Cell phone costs can only be reimbursed with the written authorization of the AA or LO.** Roaming charges and minutes over the plan limit are not reimbursable. Cell phone used authorized for reimbursement must have 48 state coverage and plan minutes to cover use to eliminate the expensive roaming charges and extra minute charges. Simply stating that a person is ordered with a cell phone on the resource order does not insure that reimbursement for the use of that cell phone will be made. This simply states that if a cell phone is lost or destroyed due to the fire, it can be replaced by the incident.

Buying Unit Procedures

As a minimum, when an Incident Management Team is assigned, a Buying Unit Team should be established. Buying unit team members are authorized to use their purchase cards during this incident. State local unit or land office buying unit team members could possibly need to have their purchase card spending authority increased.

The Line Officer or equivalent, will determine when a Geographic/National Buying Team will be ordered to replace the unit's buying team. When a Geographic/National Buying Team is assigned, the operating procedures described in the National Interagency Buying Team Guide will be followed, along with any applicable Geographical Area supplements.

The IBA should be involved with the IMT and expanded dispatch to decide when to release a buying team.

Property Management

DNRC expects the IMT to place a high priority on property management. Included in this expectation is the need for the Finance Section to review property issuance (including gas/oil/cache items/other), sign out, and return procedures to ensure property accountability. The buying team leader should assume responsibility for coordinating with the incident on property tracking. Buying teams are responsible for ensuring that accountable property that they have purchased is tracked and the information available to the incident for record keeping purposes.

During the demobilization process, agency specific forms (Lost and Stolen Reports) will be processed when items are not returned to supply. The employee's supervisors will always sign these forms. If property items are not returned by vendors and/or contractors assigned to the incident, a system will be incorporated to ensure the value of missing items is deducted from the payment invoices. All property treated as replacement will be so described on agency specific forms, waybill or left on the incident for mop-up or rehab. All property left at the unit at the close of the incident, will be property transferred on the proper agency form.

All local purchased items must be separated and returned to the host DNRC unit and/or land office.

The IBA needs to be a key factor in the monitoring of both the ordering and inventory control of cache and locally purchased items. Supply orders should be reviewed on a daily basis and copies of cache items issued and returned should also be obtained from the NR Cache regularly. IBAs need to work closely with the IMT relative to inspections to ensure property losses are as low as possible. The AA and/or LO can include this in the delegation of authority and the in briefing to the IMT.

Special emphasis must be made on inventory control once demobilization begins. A Cache Demob Specialist should be ordered to handle demob of cache supplies, regional and national, to ensure that all durable and accountable property items are carefully tracked and that all items returned are credited and accounted for and returned within the required cache time limits.

Compensation for Injury and Medical Care

The employee's incident supervisor is responsible for preparing a signed "First Report of Injury" if any State of Montana, including Emergency Firefighters, is injured while assigned to an incident. Refer to the IIBMHB, Chapter 50 Montana supplement and DNRC 300 – Incident Business Management Manual for additional information and where to find the instructions and copies of the proper forms. The incident agency should provide a contact for compensation and medical treatment. All required copies of injury compensation forms will be forwarded to this contact, as soon as possible, for disposition. The IMT Comp/Claims Unit Leader ensures all original documents are forwarded to the employee's home unit. *Failure to report the injury can jeopardize coverage for the employee.*

Employees of the State of Montana **MAY NOT UTILIZE** APMC (Agency Provided Medical Care) for medical treatment received on State of Montana incidents. All medical charges for State of Montana employees, including EFFs, must be handled through the Montana State Fund. State of Montana employees **MAY** utilize APMC for medical treatment received on any Federal incident. But, the "First Report of Injury" along with a completed copy of the Federal APMC form must be submitted to the Montana State Fund. This alerts the State Fund to the injury if follow-up is needed and provides them with the initial medical report.

Federal employees **MAY** utilize APMC for medical treatment received on a State of Montana incident.

Claims

Upon arrival to the incident, the Comp/Claims Unit Leader or applicable position that has the responsibility for handling comp/claims should make contact with the AA or Line Officer to determine the expectations and discuss the requirements of the claims process.

Note the distinction between an **actual** claim and a **potential** claim. IBAs should be notified and review all potential and actual claims. A potential claim could include documentation or statements regarding an accident or incident even though no written request for compensation or written notice of a claim from the claimant was received. All documentation on potential claims

should be retained in the Claims Section of the incident finance package, but clearly identified as “Potential Claim Documentation”.

When a written request for compensation or reimbursement for damages is received, it is a legal actual CLAIM. Relevant documentation must be obtained at the incident. Include all documentation for unsettled claims in the Claims Section of the incident finance package and clearly identified as “CLAIMS”.

Forms or other documents should be provided for the duration of the incident. The IBA should also be available to support the Comp/Claims Unit Leader when issues arise that might require research of unusual situations, authorities, etc.

Contract Claims – Damaged equipment belonging to a private contractor: The Procurement Unit Leaders are responsible for settling contract claims involving equipment agreements at the incident, when possible, and with the approval of the AA or Line Officer and/or IBA. Any claims that cannot be settled on the incident will then be the responsibility of the agency. At the end of the incident all actual and potential non-contract claims will be fully documented and turned over to the Line Officer. Use of Incident Case File Envelope (OF314) is strongly recommended.

Tort Claims– Alleged negligence or wrong doing by the Government or a Government employee
-- notify AA or Line Officer immediately upon learning of a possible tort claim. Agency legal staff and MTDOA Tort Claims Division are involved immediately.

Employee Claims – Lost, stolen, damaged personal property of a Government employee –
should generally be settled at the employee’s home unit upon return from the incident.

Information Systems Management

The host agency should provide the requested computer equipment (desktops, monitors, printers keyboards, mouse) as available, to assist the incident needs.

Incident Payments

Directions for transmitting financial documents should be closely followed to ensure prompt payments to vendors. Local incident units are responsible for ensuring that the payment packages contain the required documentation. If assistance is required, please contact the DNRC Fire Management Business Specialist.

Cost Estimates – COSTS (formerly ICARS) and MTCARS

COSTS should be used for incident cost analysis and reporting. Multi-jurisdictional incidents may require additional cost tracking measures to comply with cost share agreements. Close coordination with DNRC will be necessary.

The IBA should work closely with the Finance Section Chief or Cost Unit Leader to ensure that the necessary cost estimates are submitted as required by the DNRC Forestry Division for inclusion into MTCARS.

Close coordination with DNRC's Fire Fiscal Officer and the FEMA Cost Recovery Team will be necessary.

End of Pay Period Time and Attendance Reports

The IBA should determine the most efficient and effective means for processing/communicating pay information at the end of each applicable pay period to the Finance Section.

Closeout

The final incident finance package must meet the standards as outlined in Chapter 40 (white pages) of the IIBMHB or to specific agency guidelines. Exhibit 5 details the contents of the procurement package; an excellent description of the package DNRC desires.

Record copies of all payment documents must be retained on the incident on the incident for all partial payments or final payments made prior to the close of the incident and returned to the agency as a part of the complete package.

The incident finance package is usually transferred to the agency at the close of the incident, including long incidents requiring the use of more than one IMT. In such cases, the initial and each successive team should prepare a well-documented, organized and indexed incident finance package to present to the incoming team. A single package is then presented to the host agency at the close of the incident.

When an incident is a declared FEMA incident, it will be mandatory that DNRC Fire and Aviation Management Bureau receive a complete duplicate incident finance package.

The IBA will participate in the exit interview of each assigned IMT. The IBA will provide a verbal assessment as well as a written assessment of the following:

- Commendable performance
- Things that went well
- Things needing improvement